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## ***Evolving USG Expeditionary Civilian Reconstruction and Stabilization Capabilities***

**22 June 2005**

**73rd Military Operations Research Society Symposium  
West Point, NY**

**A. Martin Lidy**

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# ***Many Interagency-Related Actions Underway***

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- **DoD Activities**

- Secretary of Defense: *Draft DoDD 3000.cc “Department of Defense Capabilities for Stability Operations”*
- USD(P): Training Transformation Interagency, Intergovernmental, and Multinational Mission Essential Tasks (TIM2)
- Joint Staff
  - » J3 participation in the Multinational Interoperability Council (MIC)
  - » J5 day-to-day management of OEF and OIF coalitions
- JFCOM experimentation with
  - » Joint Interagency Coordination Group-Full Spectrum (JIACG-FS)
  - » Multinational Experiment with a Multinational Interagency Group (MNIG)
- US Army Civil Affairs reorganization

- **DoS established**

- The interagency Humanitarian Information Unit (HIU) in INR
- The interagency Coordinator for Reconstruction and Stabilization (S/CRS) in Secretary’s Office

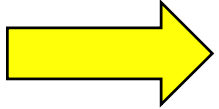
- **CSIS project “Beyond Goldwater-Nichols” (B-GN)**

***Actions implement the NSS goal: “Transform America’s National Security Institutions to meet the challenges and opportunities of the 21st century”***



# *Agenda*

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- **Evolving USG Civilian Concepts**
- **Proposed Transformation to an Integrated Civil-Military Architecture**



# ***S/CRS Mission***

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The ***Office of the Coordinator for Reconstruction and Stabilization*** (S/CRS) was established on 1 July 2004 to:

**Lead, coordinate, and institutionalize U.S. Government civilian capacity to prevent or prepare for post-conflict situations, and to help stabilize and reconstruct societies in transition from conflict or civil strife so they can reach a sustainable path toward peace, democracy and a market economy.**

***Mission covers USG civilian resource employment  
(1) to prevent collapse and  
(2) to help stabilize and reconstruct nations***



# ***Organizing to Lead, Coordinate, Design, and Manage***

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- **S/CRS currently has approximately 40 personnel**
- **Additional positions needed for S/CRS to**
  - Lead and coordinate USG civilian responses
  - Mobilize international responses
  - Coordinate with military or multilateral operations
  - Plan, exercise, train USG civilian agencies
  - Integrate civilian and military planning
- **Additional positions needed in other USG agencies to**
  - Address transitional security and governance
  - Design and manage programs and deliver a quality product
- **Access to other interagency resources: State/INL (Civilian Police), Justice (Rule of Law), and USAID (Humanitarian, Governance, and Economic) to**
  - Facilitate rapid design and delivery of civilian security programs to enhance their success
  - ***Accelerate military drawdown after Phase 3***



# Organizing to Mobilize and Deploy

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- **Diplomatic Operations: Active Response Corps (ARC)**
  - Additional DoS positions to create corps of specialists
- **ARC members will**
  - Deploy rapidly
  - Participate in peace negotiations
  - Develop relations with transitional governments
  - Liaise with international organizations
  - Establish diplomatic operations
- **Two additional response components**
  - **Standby Corps** of Active Response Corps graduates, 5 year target TBD
  - **Technical Corps** (TC) for specific design and management skills: TBD
- **Advance Civilian Teams (ACTs)**
  - Drawn from Active Response and Technical Corps
  - Deploy with military at brigade or division level and provide foundation for Provincial Reconstruction Teams (PRTs)

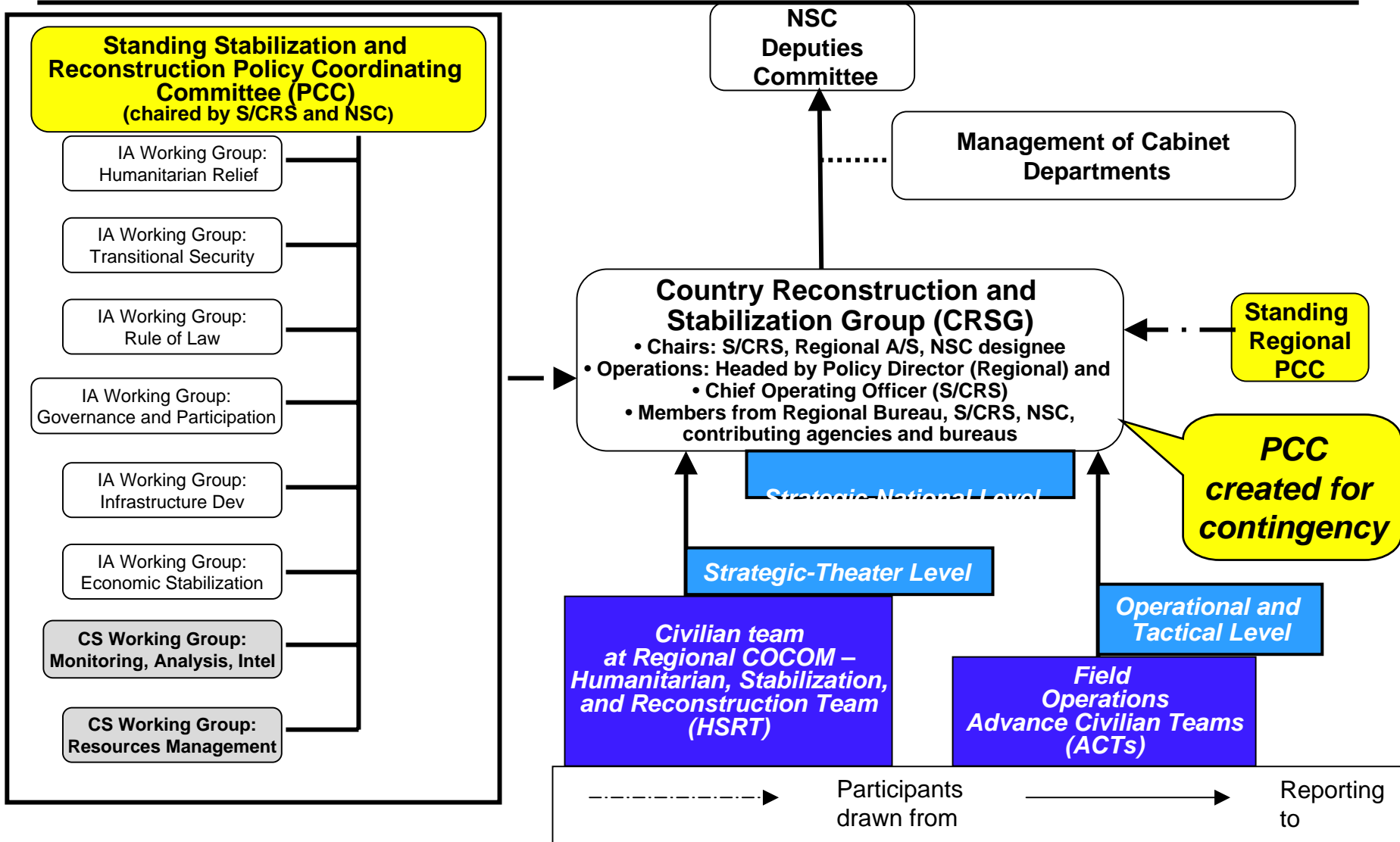
***Coordination is made or broken by whether we have a diplomatic presence on the ground...***

***...the Active Response and Technical Corps give us the ability to deploy quickly when the momentum of stabilization and reconstruction hangs in the balance***



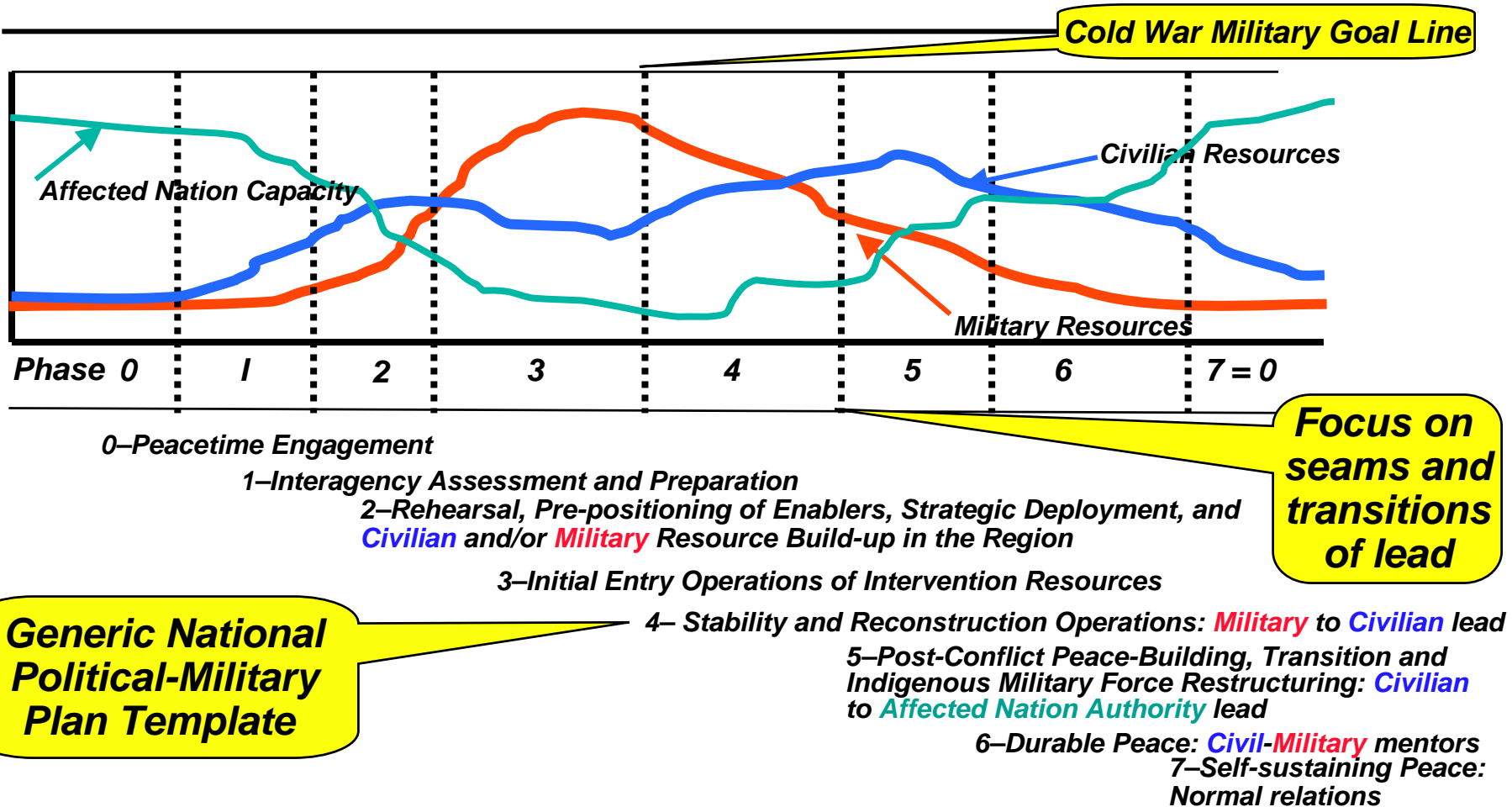


# S/CRS Concept for Washington Response Management





# Strategic Concept \*



**Interagency and Multinational planning is required for all interventions**

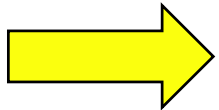
- Both civilian and military resources are employed from Phases 0 thru 7
- Transitions between phases change lead and support roles



# *Agenda*

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- **Evolving USG Civilian Concepts**



- **Proposed Transformation to an Integrated Civil-Military Architecture**
  - Direct Support to Tactical Forces
  - General Support to Civil Authorities



# ***Possible Cases When ACTs May Be Employed***

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- **Case 1 – During a take down of an existing government by US and other coalition forces in accordance with a National Pol-Mil Plan**
  - Phases 1 thru 3 combat phase
  - Post-combat Phases 4 thru 7
- **Case 2 – UN-led assistance to a failed state**
  - With US civilian support
  - Without US military force intervention

## ***IDA Assumptions:***

- (1) Interagency links are necessary at all four levels:
  - strategic national, strategic theater, operational, and tactical***
- (2) Data collection and information processing using agreed metrics are essential for successful R&S operations***
- (3) ARC and TC modules can form civilian-military composite interagency elements to carry out R&S tasks (Cases 1 and 2)***



# Proposed Advance Civil Team Modules (1)

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- **S/CRS proposes to develop Advance Civilian Teams (ACTs)**
  - ***Small 10 to 20 person teams (variable size based on tasks?)***
  - Deployed and remain in the field once the security situation has stabilized
  - Serve as
    - » “First responders” for stabilization and reconstruction planning
    - » The regional base for follow-on civilian S&R operations
  - Provide first-hand assessment of situation on the ground and recommendations from the field
- **Assumptions**
  - The ACTs will be operating in a hostile or uncertain environment
  - Immediate and direct application of civilian reconstruction and stabilization resources is critical to success
  - ***May collocate with the Civil-Military Operations Center (CMOC) established by the military commander in the area (inside the wire versus outside?)***
  - ***Military forces will provide security and logistics for the first month or until civilian resources become available (duplicate capabilities?)***

*Tactical and Operational Level*



# **Proposed Advance Civil Team Modules (2)**

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- **Other USG civilian teams may already be operating in the area**
    - ***USAID Disaster Assistance Response Team (DART) and Office of Transitional Issues (OTI) teams (how are they linked to military units?)***
    - Will help plan for ACTs and may be integrated into the the ACTs
  - **The ACT positions will be**

**Tactical and Operational Level**

    - Identified and vetted with position descriptions
    - May have planned and trained as an HRST in the RCC before deployment
  - **ACT modules must also be capable of working with**
    - ***Military elements in dynamic and uncertain combat situations in the tactical commander's Area of Responsibility (AOR)***
    - ***Military elements in more secure static regional and national headquarters in AORs aligned with the affected nation administrative boundaries***
    - ***The affected nation authorities***
    - ***The multinational and multilateral partners***
- ***Size and composition of ACT modules should be determined from***
    - (1) Actual experiences during OEF, OIF, and JTF-HoA operations***
    - (2) DoD-led interagency experimentation***
  - ***Module tasks based on agreed Interagency Essential Task List (IETL)***



# ***Proposed ACT Modules from the ARC and TC***

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- **S/CRS proposes linkages at 4 levels**
  - Strategic National: Country Reconstruction and Stabilization Group (CRSG)
  - Strategic Theater: Humanitarian Stabilization and Reconstruction Team (HSRT)
  - Operational Level: Advanced Civilian Team-Headquarters (ACT-HQ) at country team
  - Tactical Level: Advanced Civilian Team (ACT) at headquarters of tactical forces
- **IDA proposes different Advance Civilian Team (ACT) modules at operational and tactical levels**
  - ***Tactical Interagency Support Party (TISP)*** (Case 1 only)
  - ***Regional Reconstruction Group (RRG)*** (Cases 1 and 2)
  - ***National Interagency Reconstruction and Stabilization Organization (NIRSO)*** (Cases 1 and 2)





# ***Humanitarian, Stabilization, and Reconstruction Team (HSRT)***

- **Team of 8 to 10 trained civilian experts led by CRS, formed from Washington agencies, and knowledgeable in**
  - Military and civilian agency planning and capabilities
  - UN, other IGOs, and multinational partners' capabilities and procedures**Cases 1 and 2**
- **Guided by CRSG on specific objectives for the relevant crisis**
  - Evolving policy decisions
  - National Political Military Plan (NPMP)
- **Deploys to Regional COCOM and is integrated into the staff**
  - Remains until end of major combat operations, or as mutually agreed
  - Post-combat civilian command and control is through US Chief of Mission or designated civilian authority in affected nation**Strategic-Theater and Operational Level**
- **Purpose is to**
  - Work with COCOM planning staff
  - Develop stabilization and reconstruction plans for the combat and transition phase of the operation in coordination with CRSG
  - Propose longer-term strategies to COCOM and CRSG when security permits, in coordination with S/CRS-led PCC which develops long-term R&S plan
  - Coordinate deployment of ACTs with the COCOM

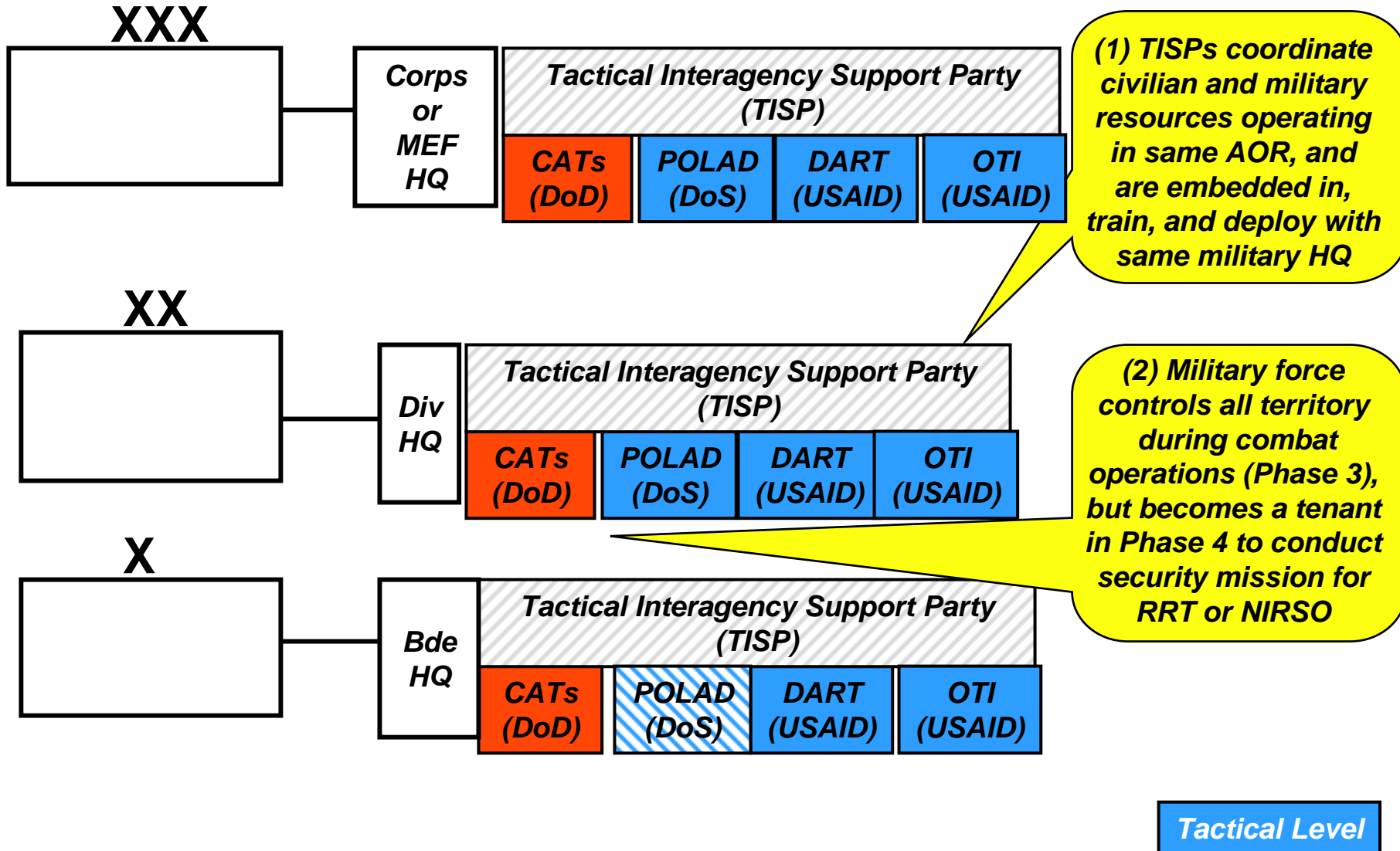


# **The ACT – *Tactical Interagency Support Party (TISP)***

- **The TISP is a *composite civilian-military organization***
  - Assigned as a permanent element of a military force (e.g., brigade, division, and corps level tactical commands) similar to the Tactical Air Control Party (TACP)
  - Formed from ***Washington agencies*** with staffing by
    - » A ***Political Advisor*** (POLAD) element from DoS at division and corps echelons (and when a brigade is operating as an independent force)
    - » A ***DART from USAID*** for emergency humanitarian assistance
    - » An ***OTI team from USAID*** for transition of governance and urgent reconstruction
    - » A military ***Civil Affairs Teams*** (CATs) for security and civil-military coordination
- **The TISP conducts *integrated civilian planning with the military staff* and *facilitates civilian support to military forces* during all phases of intervention**
  - Facilitates separation of affected nation noncombatant civilians and friendly military forces in the command's AOR
  - Arranges for civilian resources to meet ***humanitarian requirements*** of the affected population in the military command's AOR
  - Coordinates ***application of civilian resources*** within the AOR
  - Locates and ***organizes residual governance*** authorities of affected nation in AOR
  - ***Plans the transition to reconstruction and stabilization operations within the AOR***



# The TISP in Direct Support to Military Forces





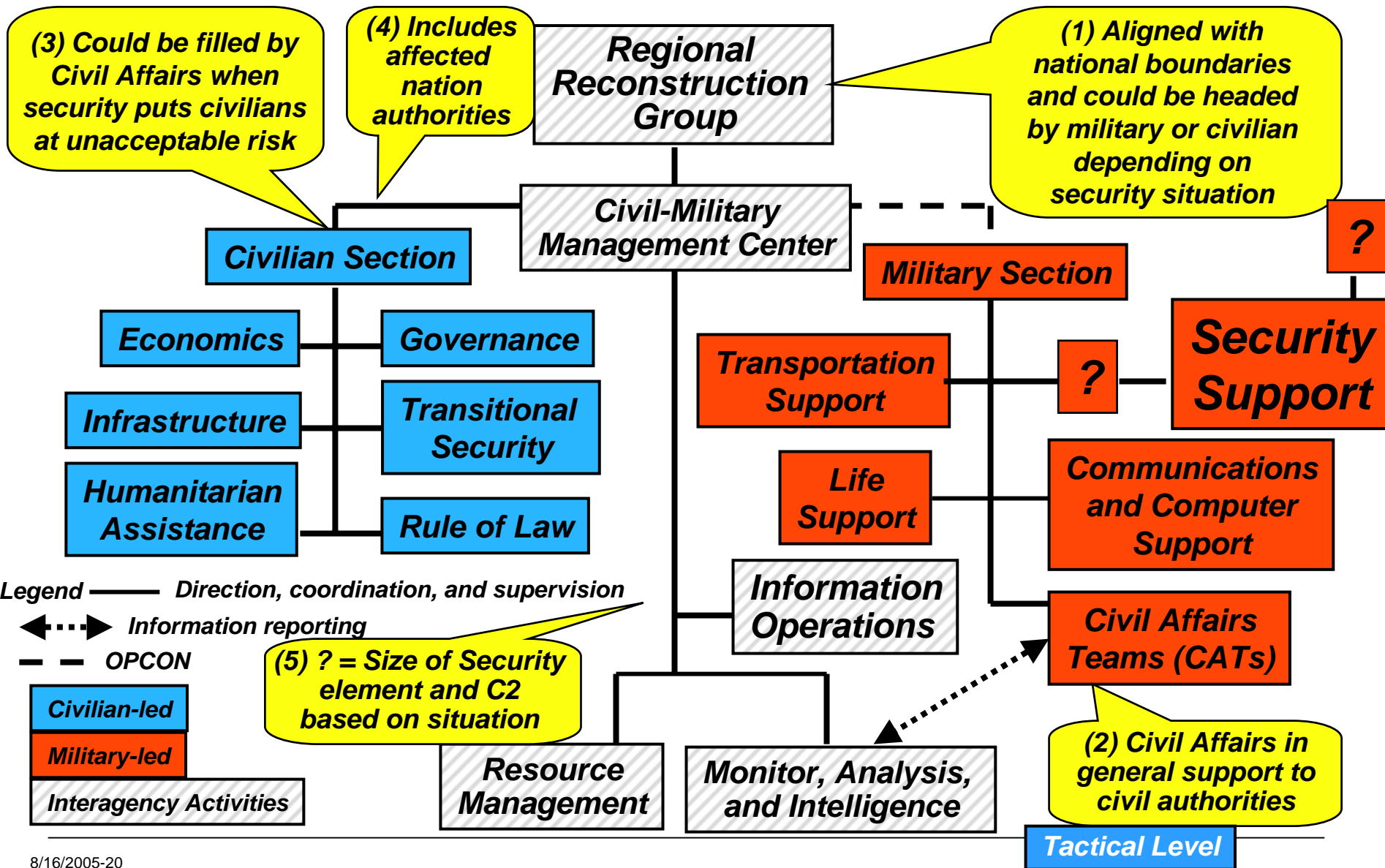
# **Proposed ACT Elements of the Regional Reconstruction Group (RRG)**

- **The RRG is a unique special purpose *composite civilian-military organization formed from the TC* designed to provide general support to civilian authorities**
    - Plan and conduct reconstruction and stabilization operations in RRG's AOR
    - Exploit core competencies of the available civilian and military resources to achieve effectiveness and efficiency
  - **The *civilian core competencies* include *municipal, county, and state* experts in**
    - Economic development
    - Infrastructure repair and operation
    - Humanitarian assistance
    - Governance, transitional security, and rule of law
- Cases 1 and 2, but Case 2 could be only civilian or with military elements from country team**
- **The *civilian and military integrated capabilities* provide expertise for**
    - ***Information operations*** at municipal, county, and state levels of government
    - ***Monitoring, analysis, and intelligence*** operations at that level
    - ***Resource management*** in complex contingencies at that level
  - **The *core competencies of military elements* of the RRG will include**
    - Transportation support, life support, communications and computer support for the RRG
    - Security support for the RRG and to stabilize the AOR
    - Civil Affairs Teams (CATs) to conduct civil-military operations and collect data in the AOR
  - **The RRG will**
    - Operate under the direction and guidance of the National Interagency Reconstruction and Stabilization Organization (NIRSO)
    - Direct its operations through a ***Civil-Military Management Center***

**Tactical Level**



# Proposed GS to Civil Authorities – *Regional Reconstruction Group (RRG)*





# **Proposed *National Interagency Reconstruction and Stabilization Organization (NIRSO)***

- **The NIRSO is a unique special purpose *composite civilian-military organization* designed to provide general support to civilian authorities**
  - Plan and conduct reconstruction and stabilization operations throughout the affected nation
  - Exploit core competencies of the available civilian and military resources to achieve effectiveness and efficiency
- **The *civilian core competencies* include *federal level* experts in**
  - Economic development
  - Infrastructure repair and operation
  - Humanitarian assistance
  - Governance, transitional security, and rule of law

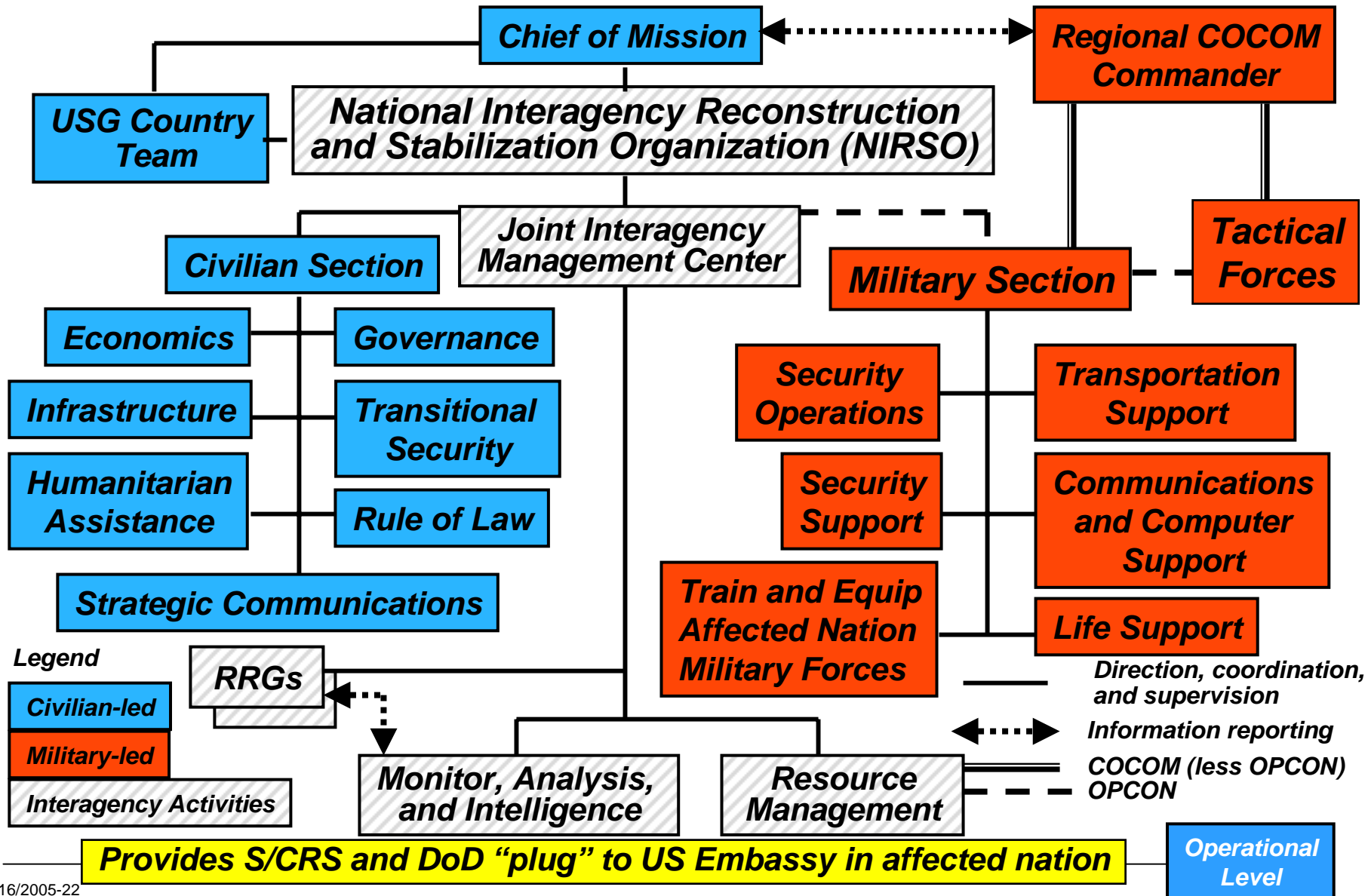
***Cases 1 and 2, but Case 2 could be civilian and US military elements on country team***
- **The *civilian and military integrated capabilities* provide expertise for**
  - ***Strategic communications*** at the national level of government and within the region
  - ***Monitoring, analysis, and intelligence*** operations at the national level
  - ***Resource management*** in complex contingencies at the national level
- **The *core competencies of military elements* of the NIRSO will include**
  - Transportation support, life support, communications and computer support for the NIRSO
  - Security support for the NIRSO and rebuilding of national security and intelligence forces
  - Civil Affairs Teams (CATs) to conduct civil-military operations
- **The NIRSO will**
  - Operate under the direction and guidance of the Chief of Mission or designated USG representative
  - Direct its operations through a ***Joint Interagency Management Center***

***Operational Level***





# Proposed US **NIRSO** Headquarters





# ***S/CRS Lead for Coordinating with the International Community***

- **International Partners: U.S. is working with international partners to increase global capacity for peacekeeping and peace support activities**

## **UN**

*Engaging DPKO, DPA, OCHA, UNDP, UNICEF to coordinate security, emergency, and developmental aid*

## **EU**

*Coordinating on constabulary, policy, judges, civil administration, early warning;  
For 2007, €550m stability instrument;  
New European constabulary initiative*

## **Bilateral Partners**

*UK: new post conflict unit and fund  
Germany: establishing skills reserve  
France: named S&R coordinator  
Nordics: building niche expertise*

## **IFIs**

*World Bank, IMF, Regional Banks creating vehicles to assess and respond to conflict*

## **G-8**

*Enhancing international peacekeeping and constabulary capacity through training & equipping;  
Deepening support for regional organizations*

## **Regional Organizations**

*Neighbors bear 50% of costs of conflict, but regional organizations weak;  
Priority: Strengthen AU*

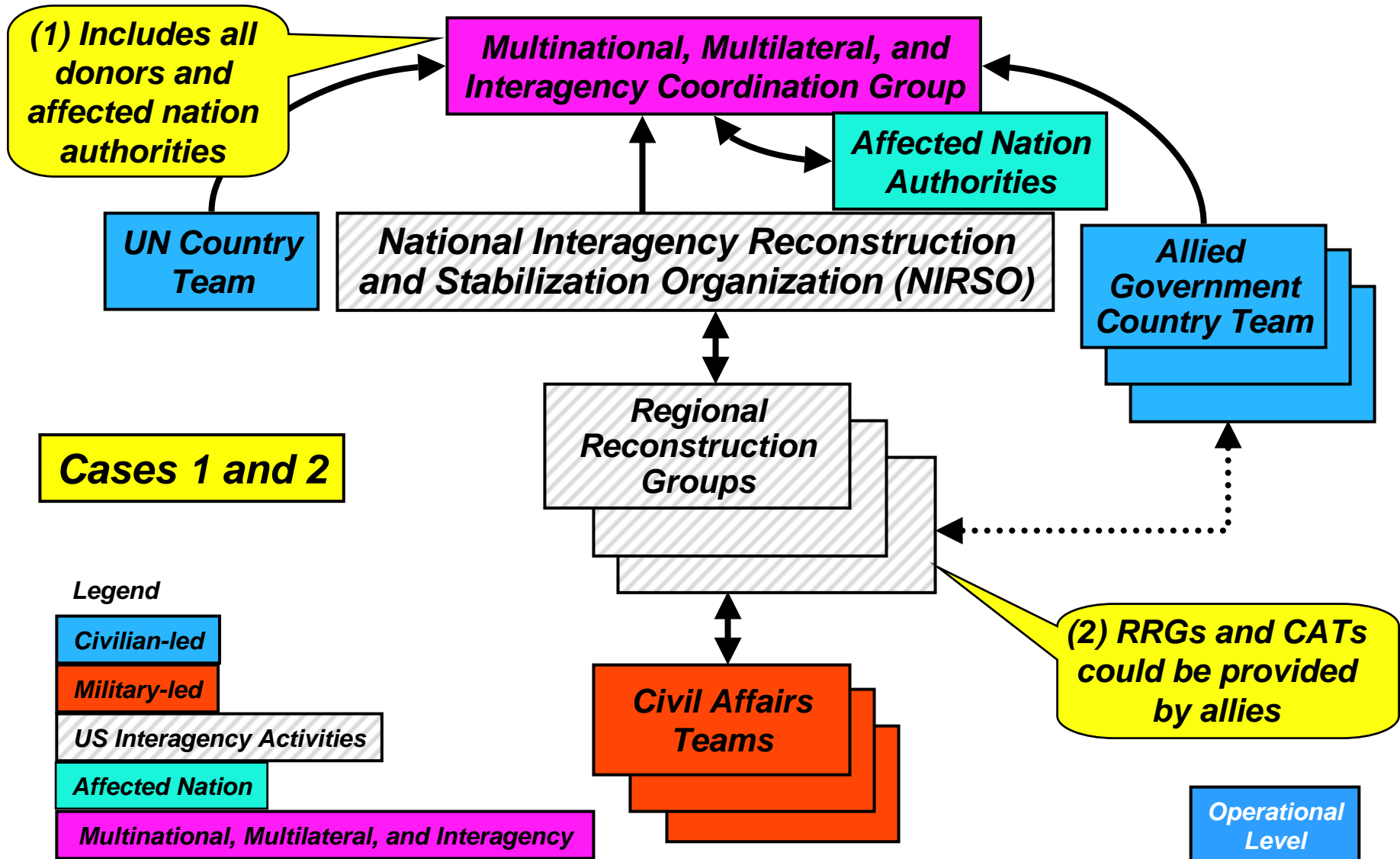
- **Managing Relations on the Ground**
  - Rapid deployment of civilian presence allows field-based coordination of civilian-military operations
  - Active Response and Technical Corps create a U.S. civilian base to coordinate with international partners, UN missions, and NGOs
  - **Work with affected nation authorities**

- ***How will the community be organized?***
- ***What information must be exchanged?***
- ***How will it be shared in both classified and unclassified domains?***





# Evolving Multinational and Multilateral Reconstruction and Stabilization Organization





# Proposed *Multinational, Multilateral, and Interagency Coordination Group*

(2) Could meet as functional working groups (real or virtual)

**Multinational, Multilateral, and Interagency Group (M2IG)**

**Steering Group**

**UNSG Special Representative**

**Chiefs of Mission**

**Affected Nation Reps**

**Economics**

**Humanitarian Assistance**

**Strategic Communications**

**Transitional Security**

**Governance**

**Rule of Law**

**Infrastructure**

**Resource Coordination**

**Security Operations**

**Train and Equip Affected Nation Military Forces**

**Monitor, Analysis, and Intelligence**

(1) Steering Group establishes priorities and provides coordinated guidance and direction

## Legend

Civilian-led

Military-led

Joint Activities

Affected Nation

Multinational, Multilateral, and Interagency

Operational Level